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ments. His *Outline*, however, is so palpably an *outline* that its 106 pages virtually constitute hardly anything more than an expanded syllabus.

It is possible that this *Outline* may meet the need suggested by the author: that international law should be popularized, and made easy of access to "the general student and reader." One cannot but be somewhat apprehensive, nevertheless, that skeleton outlines may tend to encourage superficiality of thought. One is led to ask whether it is really desirable to simplify knowledge and reduce it to the limits of newspaper headlines. Is it not rather the obligation of scholars to encourage "the general student and reader" to realize the extent, and the fearfully complicated nature, of many of the problems which challenge human interest?

When one brings to mind such excellent books of handy reference as *Wilson's Handbook of International Law*, and *Hershey's Essentials of International Law*, both of which are replete with marginal references and documentary data, it is difficult to understand just why it should have been thought desirable to publish this *Outline*. It is true that the author also has provided further references and important documents for consultation, but not nearly as comprehensively and serviceably as in the two works cited.

It would seem fair to assume that Mr. Hall's little book is particularly calculated to be of service as a textbook to be used subordinately as a sort of syllabus in a brief course of lectures. In this sense it would seem to be of rather restricted utility, as most teachers of international law would either prefer a more comprehensive textbook or supply their own individual outline of lectures.

PHILIP MARSHALL BROWN.

*The People's Government.* By DAVID JAYNE HILL. (New York: D. Appleton and Company. 1915. Pp. 287.)

The relation of the individual to the state has received renewed emphasis as a result of present conditions in Europe, and Political Science has in consequence been enriched by a number of studies discussing the nature of democracy, the basis of individual and national rights, the interrelations of government and liberty, the sources of state authority and other similar subjects. Mr. Hill has attempted to trace the development of the state from the time when it was the embodiment of force, through the period in which law was regarded as

a sovereign decree, until he arrives at the final stage in which law is recognized as a mutual obligation and the citizen appears as lawmaker defining the sphere of state activity and voluntarily submitting to his self-imposed restrictions.

The historical chapters of the book which deal with earlier forms of the state are forcibly written in spite of the fact that some of the generalizations must be taken in a popular rather than in a scientific sense. In contrast with Mr. Ford's *National History of the State*, which asserts that the state made man and that his rights are in consequence not innate but derivative, Mr. Hill finds that the state is "coeval with man as a social being," that rights are based upon an intuition of mutual obligation, and that law is the embodiment of principles of justice inherent in human reason. The chapter dealing with law as a mutual obligation is full of sound political philosophy; in it the rights of life, liberty, and property are subjected to a detailed examination and the author's deductions are at once convincing and singularly illuminating. With respect to the problem of the partition of property attention is called to the fact that most property is the result of joint effort and consequently "the only manner in which mutual obligation can be recognized in the process of wealth production is by permitting the partners in this process freely to estimate the value of their respective contributions by making specific contracts in each particular case" (p. 153). Unfortunately Mr. Hill leaves unanswered the crucial question as to whether the laborer is really able under present conditions to make a free contract with his employer in all cases.

But Mr. Hill is in no sense reactionary in his views of the province of government, as his remarks upon "the injustice of monopoly" will show; he asks for equal opportunities for all, not for unequal laws to equalize the inequalities of men. In speaking of the alleged constitutional barriers to reform he warns us that we must not let our sympathy with poverty and suffering lead us to advocate social legislation which would "sweep away the basic guarantees upon which the whole edifice of justice is erected." But more insistent still is Mr. Hill's warning that democracy, now that it has won the power to impose its will, must not itself become arbitrary and absolute.

It is refreshing at a time when there is so much loose thinking upon the subject of popular control of governments to be reminded that mere majorities do not constitute public opinion, that legislation is not of itself a cure-all for the ills of the body politic, that true reform must be based not upon coercion but upon an enlightened sense of justice among

the people. In this respect the brief volume before us is a valuable contribution to the literature of political philosophy.

C. G. FENWICK.

*The History of Twelve Days, July 24th to August 4th, 1914.*

Being an Account of the Negotiations Preceding the Outbreak of War, Based on the Official Publications. By J. W. HEADLAM, M.A., formerly Fellow of King's College, Cambridge. (New York: Scribner's. 1915. Pp. xxiv and 412.)

In the opinion of the reviewer this is one of the very best books, which has been published on the immediate causes of the war. It is fuller than Beck's *Evidence in the Case*; constructed from ampler materials than Price's *Diplomatic History of the War*; and worthy to stand beside Stowell's excellent *Diplomacy of the War of 1914*. It is altogether unlike the numerous biased and exaggerated accounts which have been written by advocates on both sides, since it is throughout founded upon a full exposition and careful interpretation of the primary documents upon which at present our conclusions must be based. About a third of it is made up of parts of the papers published by the various European governments, which are neither scantily quoted nor printed at length in appendixes, but set into the text of the volume, in the actual narrative of which they take their proper part. And it is a tribute to the skill of the author and his mastery of the documents which he uses that such numerous and often lengthy extracts inset and printed in smaller type little interrupt the story or seem out of place in the absorbing narrative where they stand.

In such a book the opinion of the author about his sources is of great value, and it is to be noted that his confidence in the British White Paper and the French Yellow Book results from the fact that notwithstanding difference in character they seem to him amply to explain and corroborate each other in matters of occurrence. The Belgian Grey Book and the Serbian Blue Book assist in only a small portion of his account, while the Russian Orange Book and the Austrian Red Book are satisfactory as far as they go but disappointing because they leave so much untold. Least satisfying of all, he thinks, is the German White Book, which is both scanty and lacking in qualities to inspire confidence. "The feeling left upon my mind after a long and careful study of all that has been put forward by the German Government is that it is impossible to put any reliance on anything that they say